

TRUSTEESHIP COUNCIL



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President: Mr. HENRÍQUEZ UREÑA (Dominican Republic).

Present: The representatives of the following countries: Argentina, Australia, Belgium, China, Dominican Republic, France, Iraq, New Zealand, Thailand, Union of Soviet Socialist Republics, United Kingdom of Great Britain and Northern Ireland, United States of America.

Examination of the annual report on the administration of the Trust Territory of New Guinea for the year ending 30 June 1950 and of the report of the United Nations Visiting Mission to Trust Territories in the Pacific on New Guinea (T/828 and T/791) (*continued*)

At the invitation of the President, Mr. Jones, special representative of the Administering Authority for the Trust Territory of New Guinea, took his place at the Council table.

1. The PRESIDENT requested the special representative for New Guinea to reply to a question concerning the civil register in the Trust Territory asked at the 337th meeting.

2. Mr. JONES (Special representative for New Guinea) stated that all non-indigenous inhabitants entering the Trust Territory and all persons leaving it, as well as all births, marriages and deaths of non-indigenous inhabitants were recorded. The registers in the village books were brought up to date at least annually by the visiting patrols. A census of the indigenous inhabitants was taken every five years; one would be completed within a few months. When the village councils were set up, they would keep registers of all particulars and vital statistics relating to the population of those villages.

3. Sir Alan BURNS (United Kingdom) asked the special representative what proportion of the 1,931 miles of vehicular roads in the Territory, mentioned in

section 19 of the annual report,¹ were tarred; whether Rabaul had been affected by recent volcanic disturbances in Papua; whether the cacao-growing experiment the Visiting Mission had seen near Rabaul would be extended; and whether the Bulolo nursery-forest experiment, mentioned in section 27 of the annual report, would be repeated elsewhere.

4. Mr. JONES (Special representative for New Guinea) replied that only a small proportion of the roads were tarred; that the Territory had experienced no effects of the volcanic disturbances; that efforts were being made to improve both the yield and the quality of the cacao plantations; and that reforestation was being undertaken in various parts of the Territory, although the only nursery was currently that at Bulolo.

5. Mr. SAYRE (United States of America) reminded the special representative that a reference had been made at the seventh session of the Trusteeship Council (T/PV.289, p. 58/60) to an investigation into the possible dangers of over-alienation of land in some parts of New Britain and New Ireland. That problem was of particular concern to the Trusteeship Council because it was common to nearly all Trust Territories; the Council had in fact set up a committee for the study of land problems at its 218th meeting.

6. Mr. JONES (Special representative for New Guinea) replied that the Administering Authority would make a complete survey of the land problem in the Territory. The indigenous owner would be left in possession when he could show title to his land, but there were thousands of miles of uninhabited country and many inhabitants owned land far in excess of their foreseeable requirements. An ordinance had been drafted establishing a land commission independent of

¹ See Report to the General Assembly of the United Nations on the Administration of the Territory of New Guinea from 1st July, 1949 to 30th June, 1950, Commonwealth of Australia.

the Administration, with powers to make a thorough investigation. If it found that indigenous inhabitants held more land than they were ever likely to require, the surplus would be taken over as Administration land and would be leased to indigenous and non-indigenous persons for development. The commission might subsequently recommend legislation for the transfer of unused land, but its initial work would be the survey.

7. Mr. SAYRE (United States of America) hoped that the Council would be kept abreast of any new developments.

8. Mr. JONES (Special representative for New Guinea) assured the United States representative that the subject would be dealt with very fully in the subsequent annual report.

9. In reply to further questions from Mr. SAYRE (United States of America), Mr. JONES (Special representative for New Guinea) explained that the Hallstrom Livestock and Fauna Trust mentioned in the annual report (section 21) had been started when Mr. Hallstrom had received permission to develop about 400 acres of land, mainly in the Central Highlands; grass had been planted and sheep had been flown in from Australia. The Trust had been authorized under a special ordinance and was administered by a board, of which the Administrator was Chairman. The technical management was by the Department of Agriculture, and was thus virtually a governmental activity. The 10,000 Australian pounds donated by the founder was currently used to finance an experimental station and an experimental school; the school was not yet fully organized.

10. With regard to the stabilization fund for copra referred to in the Visiting Mission's report (T/791, para. 83 and 84), he explained that provision was made to cover a rise or fall of 10 per cent in any one year due to the influence of the world parity price; the Australian price exercised no influence.

11. Mr. SAYRE (United States of America) commended the continuation of the stabilization fund, as his government was concerned with the similar question of guaranteeing a fair price to the indigenous producers in the Trust Territory under its administration. He asked who determined the price under the agreement with the United Kingdom mentioned in the Mission's report.

12. Mr. JONES (Special representative for New Guinea) said that he would endeavour to supply that information.

13. Mr. QUESADA ZAPIOLA (Argentina) wondered how the exchange value was fixed for the special shell currency used in the remoter areas, according to section 12 of the annual report.

14. Mr. JONES (Special representative for New Guinea) explained that the question did not arise, because the inhabitants of those areas did not enter the zones in which there were trade stores until they were sufficiently advanced. The Administration generally paid for their work in kind, but it was gradually forming some idea of the comparative values of shell money and the currency of the Territory.

15. Mr. QUESADA ZAPIOLA (Argentina) noted that all imports and exports were recorded separately

(annual report, section 18) and that there was no customs union between the Territory and the metropolitan country or any other neighbouring territory. He wondered whether that implied that all the income of the Trust Territory was used exclusively for its needs, despite the administrative union with Papua.

16. Mr. JONES (Special representative for New Guinea) said that that was so.

17. Mr. Shih-shun LIU (China) asked whether the Co-operative Societies Ordinance, which had not been in effect at the time of the Mission's visit to Port Moresby (T/791, para. 115), had since been promulgated and in what businesses the co-operatives were mainly engaged.

18. Mr. JONES (Special representative for New Guinea) replied that the Ordinance had come into force on 7 September 1950, with retroactive effect from 27 August 1949. Ten societies had been registered, and ninety more were under examination by the officers of the registry. Some were consumer co-operatives, but most were producer co-operatives. They were concerned mainly with the production of copra, but a bakery, a number of restaurants and a motor carrier service had also been organized as co-operatives. The formation of several copra-purchasing co-operatives was under consideration.

19. Replying to further questions from Mr. Shih-shun LIU (China), Mr. JONES (Special representative for New Guinea) stated that rice had been the staple diet of about 20,000 labourers for many years; they received a daily ration of about two pounds. The villagers consumed little rice, but the Administering Authority was encouraging its cultivation as an addition to the habitual diet.

20. Mr. SUPHAMONGKHON (Thailand) asked the nationality of the thirty new firms registered during the year, to which the special representative had alluded in his opening statement (334th meeting); and also whether the Administration had laid down any conditions with regard to the employment of indigenous inhabitants.

21. Mr. JONES (Special representative for New Guinea) was unable to answer the first question. With regard to the second, he said that conditions of employment were regulated by the Native Labour Ordinance.

22. In reply to further questions by Mr. SUPHAMONGKHON (Thailand), Mr. JONES (Special representative for New Guinea) said first that the uniform customs tariff for New Guinea and Papua, mentioned by the Visiting Mission (T/791, para. 122), had actually been put into effect.

23. Speaking of the Administering Authority's policy with regard to the imposition of an income tax and the suppression of the head tax (T/791, para. 121), he said that those questions were still under consideration.

24. Mr. SOLDATOV (Union of Soviet Socialist Republics) asked what was the income of the forty-five trading, mining, oil-drilling, banking, insurance, engineering and air transport companies registered in the Territory at 30 June 1950 (annual report, section 17) and what taxes they paid for the benefit of the Trust Territory.

25. Mr. JONES (Special representative for New Guinea) would supply that information later.

26. In reply to further questions from Mr. SOLDATOV (Union of Soviet Socialist Republics); Mr. JONES (Special representative for New Guinea) stated that the indigenous inhabitants had no voice in the policy of the Australian New Guinea Production Control Board, which had exclusive rights for the purchasing of copra in New Guinea, because none of them were sufficiently advanced to be qualified for such work; their interests were fully safeguarded by the Administration's officers, who were members of the Board.

27. Mr. SOLDATOV (Union of Soviet Socialist Republics) asked whether the Administering Authority was doing anything to meet the copra producers' request that the price should be raised from 48 to 75 Australian pounds, as copra was being sold at a lower price in the United Kingdom and Australia than elsewhere.

28. Mr. JONES (Special representative for New Guinea) observed that the price had recently been increased by 10 per cent under the agreement with the United Kingdom. The questions of the stabilization fund, the price of copra and the method of marketing it were under consideration by a special committee which had recently been convened at Canberra and on which all planting interests were represented. The price depended to some extent upon the answer to the question whether it was better to have a stabilization fund which could guarantee prices over a relatively long period or to take advantage of existing high prices and jeopardize the future.

29. The stabilization fund amounted to 800,000 pounds and was made up by contributions from all producers. The fund was regulated so as to benefit all producers, both indigenous and non-indigenous. The price paid for copra was less than the amount paid into the fund. The indigenous growers had produced more than 5,000 tons of copra in the year under consideration. Most of the indigenous producers owned only a few acres, although there were some relatively large plantations in the New Ireland district. Of the 5,000 tons produced by them in 1950, only 3,000 had been sold to the Production Control Board, the balance having been sold to traders.

30. Mr. SOLDATOV (Union of Soviet Socialist Republics) observed that although the indigenous producers had sold a large part of their crop to the Production Control Board in 1950, they had absolutely no voice in determining its policies. The explanation that many producers were too backward to have any part in the Production Control Board seemed unsatisfactory, because they had every interest in having some voice in the disposal of their produce. He wondered whether the Administering Authority was doing anything to safeguard the interests of the indigenous growers, particularly in comparison with those of the European planters.

31. Mr. JONES (Special representative for New Guinea) replied that the interests of the indigenous inhabitants were safeguarded to some extent by a price-fixing ordinance, which, although it could not control the price of copra, did protect the producers

with regard to the expenditure of the money obtained for their product. The Department of Agriculture had stationed buyers in some areas where the Production Control Board had no agents and in some areas the District Commissioner arranged for the sale of copra produced by the indigenous inhabitants when there were no other means of selling it. Co-operative purchasing societies were also being encouraged. The ultimate aim was that all copra should be sold by the indigenous producers directly through governmental agencies of their own agencies rather than through trade stores; but that could not be achieved for some time. The prices currently paid at trade stores were reasonable, owing to fairly keen competition for the copra.

32. Mr. SOLDATOV (Union of Soviet Socialist Republics) thought that the price paid by the trade stores was considerably lower than that paid by the Production Control Board and requested further detailed information. Furthermore, in view of the fact that the indigenous growers had produced only 5,000 tons of copra out of a total production of 39,925 tons, it could be assumed that the remainder was produced on European-owned plantations. It would be helpful to know the exact current price of copra, the price at which it was being sold to Australian, United Kingdom and other foreign companies and the selling price on the United Kingdom and Australian markets.

33. Mr. JONES (Special representative for New Guinea) remarked that among the foreign plantations were some Chinese holdings. He would obtain information concerning the various current prices of copra.

34. Mr. SOLDATOV (Union of Soviet Socialist Republics) cited the annual report (sections 12 and 28, and appendix III, table 6) as a basis for questions concerning the net profits of European companies engaged in gold mining; the amount of those profits subject to tax, apart from the royalty referred to in section 28; and the conditions of pay and work among the miners. He was anxious to know how the increase in gold production had improved the gold miners' standard of living and conditions in the Territory generally. In particular, he wished to know the explanation of the difference between the wages paid to indentured and non-indentured labourers (annual report, appendix X, table 6).

35. Mr. JONES (Special representative for New Guinea) had no information concerning the profits of the European companies; they paid a royalty, as well as duties on their imports.

36. Under the Native Labour Ordinance, the indigenous gold miners worked a 44-hour week, but not more than eight hours, with one hour's break, on any one day. Frequent inspections were made and conditions in the gold-fields had been found to be very good. Indentured workers were given their keep, housing, medical assistance and fares free. Unindentured labourers, usually indentured labourers who had completed their contract, appeared to be paid rather more highly in cash, but that was accounted for by the fact that they frequently became assistants to the more skilled craftsmen. Under the 1950 ordinance, the minimum wage had been raised from 10 shillings to 15 shillings, including of course free rations, clothes, housing, medical attention and fares.

37. Mr. SOLDATOV (Union of Soviet Socialist Republics) observed that the average wage did not appear to have risen, whereas the price of gold had risen by five pounds per ounce.
38. He asked whether any action had been taken about the ordinance forbidding the indigenous inhabitants to wear clothing on the upper part of their bodies.
39. Mr. JONES (Special representative for New Guinea) said that the provision referred to had been repealed about two years previously.
40. Mr. SOLDATOV (Union of Soviet Socialist Republics) requested that more detailed information on that point should be supplied at a later stage.
41. Referring to section 12 of the annual report, he asked whether the power to be produced by the hydro-electric power schemes would be directed towards the development of agriculture and other industries to improve the standard of living of the indigenous population.
42. Mr. JONES (Special representative for New Guinea) said that was the Administering Authority's intention. An exploratory survey was being made to see what water power was available for the development of hydro-electric schemes.
43. In reply to a further question from Mr. SOLDATOV (Union of Soviet Socialist Republics), Mr. JONES (Special representative for New Guinea) said that it was not intended that the indigenous inhabitants should become members of the proposed land commission which he had mentioned at the 334th meeting, as they were not sufficiently advanced to contribute to the work of such a commission.
44. Referring to the excess land holdings, he pointed out that when the Administering Authority was satisfied that sufficient land had been set aside for the use of the indigenous inhabitants, the remainder would become Administration land to be held in trust for the indigenous inhabitants. When the latter were sufficiently advanced and could take part in the government of the Territory, the land would be handed over to them.
45. Mr. SOLDATOV (Union of Soviet Socialist Republics) asked the Administering Authority to provide further information regarding the disposition of the land, as the measures it might take could result in the alienation of the lands belonging to the indigenous population. The lands which had already been alienated should be returned to the rightful owners.
46. Mr. JONES (Special representative for New Guinea) said the Administering Authority would keep the Trusteeship Council fully informed. He emphasized that the land would not be alienated; but would be made available on a leasehold basis only.
47. Mr. RYCKMANS (Belgium) said the Belgian Government had for some time been concerned over the profits derived from gold-mines. The information supplied in the annual report and by the special representative did not cover all the questions asked by the Belgian and Philippine delegations at a previous session. The annual report showed that the gold-mines were in a less favourable position than they had been a year or so earlier, and there seemed to be no tax on the profits they made. He would like the Administering Authority to give the Council complete information so as to enable it to determine how much the gold-mines contributed to the overall budget of the Territory.
48. Mr. JONES (Special representative for New Guinea) said that the question was being considered by the Administering Authority as a part of the overall fiscal policy of the Trust Territory. He would ask the Administering Authority to submit full information on the gold-mines to the Trusteeship Council.
49. Mr. KHALIDY (Iraq), referring to paragraph 57 of the Visiting Mission's report (T/791), asked whether the special representative wished to comment on the Visiting Mission's statement that it saw hardly any government installations which were not of a temporary and primitive nature.
50. Mr. JONES (Special representative for New Guinea) explained that the temporary buildings were being replaced but that there was still a great shortage of building material and manpower. When the Administering Authority had taken over the Territory in 1946, there had been only temporary buildings put up by the armed forces. Those buildings had since been improved. It would probably cost about 50 million Australian pounds to replace all the temporary buildings, but many new buildings had been erected and 4,500,000 pounds were to be spent on a hospital building programme over the next five years.
51. Mr. KHALIDY (Iraq), referring to the statement of the Australian Minister for External Territories in paragraph 60 of the Visiting Mission's report, asked what was meant by the phrase "to ensure that the Native peoples of the territories are enabled to participate to an ever-increasing extent in the fruits of this development".
52. Pointing to the lack of roads in the Trust Territory, he wondered how the Administering Authority was able to administer the Territory without roads, and whether all supplies were transported by air.
53. Mr. JONES (Special representative for New Guinea) said the phrase quoted by the Iraqi representative meant that the indigenous population would be trained to take part in the administration and to benefit from the economic resources of the Territory.
54. The question of roads would have to be considered by the Administering Authority in connexion with the overall plan for the economic development of the Territory. Most supplies were transported by air. Government hospitals were either on the coast or adjacent to an airstrip; there were about 150 airstrips in New Guinea and Papua together, 80 or 90 of which were in the Trust Territory. The whole of the machinery for the use of the gold-mines had been transported by air, including large dredges.
55. Although there were few roads suitable for vehicular traffic, there were thousands of miles of bridle paths and footpaths connecting all villages.
56. The comments of the Visiting Mission had been carefully noted by the Administering Authority and roads would be built as soon as it was possible to do so and as part of the plan for economic development.
57. In reply to a further question from Mr. KHALIDY (Iraq) regarding the question of royalties on

gold, Mr. JONES (Special representative for New Guinea) explained that the Administering Authority was dealing with that question. He preferred not to express his personal view on the matter.

58. Referring to the question of land, he agreed with the Visiting Mission's comment contained in paragraph 108 of its report.

59. Mr. KHALIDY (Iraq), referring to the Visiting Mission's comments on wages, which appeared in paragraph 112 of its report, asked the special representative whether the wages paid met the wage-earners' daily needs.

60. Mr. JONES (Special representative for New Guinea) explained that most of the indigenous workers received free food, clothing, housing and medical attention and fares in addition to a sum of money. If their wives and families lived with them at their place of employment, they were also housed, clothed and fed, etc. It had been impossible for that reason to discover the real cost of living, but another effort would be made.

61. In reply to a further question from Mr. KHALIDY (Iraq), Mr. JONES (Special representative for New Guinea) said the head tax had not been levied since the end of the war. The question was being considered in connexion with the whole fiscal policy of the Territory, and, if an income tax was imposed, it was probable that the indigenous inhabitants would also be called upon to pay some form of direct taxation. At the time the head tax was in force certain villages in New Guinea had competed to see which could pay the most; the tax was not objected to by the people.

62. Mr. KHALIDY (Iraq) thought that it would be preferable to impose an income tax as then the poorer people would be free from taxation.

The meeting was suspended at 4 p.m. and was resumed at 4.20 p.m.

63. Mr. QUESADA ZAPIOLA (Argentina) referred to section 30 of the annual report, which stated that "a person taken into custody for an offence must be brought before a court or a justice as soon as possible after being taken into custody", and asked whether there was any time limit for detaining a person without a hearing.

64. Mr. JONES (Special representative for New Guinea) said there was no time limit, but that the practice was to grant a hearing as soon as possible.

65. Mr. QUESADA ZAPIOLA (Argentina) said that page 79 of the Administering Authority's report for 1949² indicated that corporal punishment existed in the Territory, but that it had not been inflicted during the period under review. The report for 1950 contained the same information. At the fifth session of the General Assembly, the Australian representative had abstained from voting in the Fourth Committee (172nd meeting) on the draft resolution on the abolition of corporal punishment in Trust Territories (General Assembly resolution 440 (V)), on the grounds that his government was considering its total elimination. He asked whether corporal punishment had been defi-

nately eliminated from the penal system of the Territory.

66. Mr. JONES (Special representative for New Guinea) said that the matter was still under consideration.

67. Mr. QUESADA ZAPIOLA (Argentina) said that according to the report of the Visiting Mission, four to five years would elapse before the Territory was brought under complete control. He wondered whether the Administering Authority could give any definite indication on that point.

68. Mr. JONES (Special representative for New Guinea) said that the Administering Authority hoped to have the entire area under complete control by 1954 or 1955. In 1950 5,000 square miles had been brought under control.

69. Mr. QUESADA ZAPIOLA (Argentina) asked whether the frontier between the Netherlands and the Australian parts of the island was clearly defined, or whether the boundary was merely a line on the map. There might be some difficulty in bringing the entire Australian part of the island under control if the other part were to remain in a semi-savage state, while the population was free to move between the two.

70. Mr. JONES (Special representative for New Guinea) said that the frontier was surveyed as far as the coastal location was concerned, but that it had not been defined in the inland areas. Some difficulties would undoubtedly arise in the future, because the people moved freely across the dividing line.

71. Mr. QUESADA ZAPIOLA (Argentina) said that in increasing the number of doctors in the Territory the Australian Government had made use of European refugees in Australia. He wanted to know whether any steps had been taken to bring in refugees from European camps.

72. Mr. JONES (Special representative for New Guinea) did not know whether the Australian Government had made any inquiries regarding refugee doctors in European camps.

73. In reply to a further question by Mr. QUESADA ZAPIOLA (Argentina), Mr. JONES (Special representative for New Guinea) said that inquiries had been made for qualified surveyors and persons with a knowledge of agriculture.

74. Mr. QUESADA ZAPIOLA (Argentina) said that, according to the Visiting Mission's report (para. 133 and 134), the majority of the workers received clothing, food and "sea-shell for their monetary value". He wanted to know whether European employers paid their workers with sea-shells.

75. Mr. JONES (Special representative for New Guinea) said there was no provision in the Native Labour Ordinance for payment in sea-shells. It was possible that the indigenous inhabitants so paid were engaged as casual labourers in the Central Highlands. The practice would probably continue for some little time until the people had become accustomed to Australian currency.

76. Mr. SUPHAMONGKHON (Thailand) recalled that at its third session (27th meeting), fifth session (14th meeting), and seventh session (7th meeting), the Council had examined the question of wage rates in

² See Report to the General Assembly of the United Nations on the Administration of the Territory of New Guinea from 1st July, 1948 to 30th June, 1949, Commonwealth of Australia, 1949.

New Guinea. At its third session the Council had adopted a recommendation to the effect that the Administering Authority should in the future establish a wage rate which would enable the inhabitants to improve their standard of living; it had also recommended the application of the principle of equal pay for equal work.³ Yet it appeared that the existing minimum wage in New Guinea was fifteen shillings per month. He wanted to know whether in the opinion of the Administering Authority that was an adequate rate and whether any increase of the minimum wage or any change in the system of payment was contemplated. He also recalled that the Visiting Mission had recommended (T/791, para. 147) that a cost of living survey should be made as soon as possible and studied in relation to wages.

77. Mr. JONES (Special representative for New Guinea) emphasized that in addition to their wages, indigenous workers and their families received free food, clothing, housing and medical attention, and that their fares were paid to and from their place of employment. In those circumstances, it was extremely difficult to work out a formula which would give the cost of living of an indigenous worker. The situation might slowly change and indigenous workers might themselves ask to be paid wages in money and not in kind. At present, however, it would be impossible for the workers in many areas to purchase their own food and other supplies for the simple reason that there were no stores in those areas.

78. In reply to a further question by Mr. SUPHAMONGKHON (Thailand), Mr. JONES (Special representative for New Guinea) said that the review of the Queensland Criminal Code and the Police Offences Ordinance had not yet been completed.

79. Mr. SUPHAMONGKHON (Thailand) referred to paragraph 152 of the Visiting Mission's report (T/791) which stated: "The Mission wishes to note here that the physical appearance of a number of indigenous inhabitants it met, especially children with so many skin diseases, does not seem to indicate a very satisfactory condition of health." He wanted to know what measures the Administering Authority proposed to apply to remedy that situation.

80. Mr. JONES (Special representative for New Guinea) thought that the answer to that question would be found in the annual report, which dealt in detail with the expansion of the Department of Public Health.

81. In reply to a question by Mr. SAYRE (United States), Mr. JONES (Special representative for New Guinea) said that the Co-operative Societies Ordinance, providing for the establishment of co-operative societies, had been re-enacted on 7 September 1950, with effect as from 27 August 1949. Copies of the ordinance would be made available to the Secretariat of the United Nations.

82. Mr. SAYRE (United States of America) said that in connexion with the plan to establish a central medical school at Port Moresby, section 36 of the annual report contained the following statement: "It is expected that twenty Native assistant medical prac-

tioners, will graduate each year. At this rate of graduation, it would take twenty years to meet the requirements of the Territory." He wondered whether it was not possible to find supplementary ways of expanding that training programme.

83. Mr. JONES (Special representative for New Guinea) explained that it would take twenty years to replace all the European staff with indigenous medical practitioners.

84. In reply to a further question by Mr. SAYRE (United States), Mr. JONES (Special representative for New Guinea) confirmed that the Native Labour Ordinance had been replaced by a new ordinance which had come into operation on 1 January 1951.

85. Regarding indentured labour, he explained that the old ordinance had limited contracts of service to one year, so that contracts concluded up to 31 December 1950 would remain in force until 31 December 1951. Since no more contracts could be concluded under the new ordinance, there would be no indentured labour after 31 December 1951.

86. In reply to a question by Mr. KHALIDY (Iraq), Mr. JONES (Special representative for New Guinea) said that the Administration's policy was to encourage wives and children to accompany husbands to their places of employment. The number of workers who were accompanied by their families was not very high.

87. Mr. KHALIDY (Iraq) said that, according to the previous annual report (p. 60), the value of the weekly rations of an employee on the minimum wage was £1.1s.8d. He wanted to know what exactly could be bought for that money.

88. Mr. JONES (Special representative for New Guinea) said that the Native Labour Ordinance contained specific provisions with regard to rations, clothes and equipment. The 1950 ordinance showed a large increase on the figures quoted in the previous report.

89. Mr. KHALIDY (Iraq) referred to paragraph 153 of the Visiting Mission's report (T/791) which stated that "within a few days of its arrival in the Territory, the attention of the Mission was drawn to the unfortunate death of six labourers at the Native hospital at Rabaul. The deaths occurred as the result of N.A.B. injections given by a Native medical assistant. As the matter became immediately the subject of a coroner's inquiry, the Mission asked that a copy of the findings be supplied to it." He wondered whether the special representative could give any information on that unfortunate incident.

90. Mr. JONES (Special representative for New Guinea) said that the solution used had been made up by trained indigenous medical assistants who had observed the usual precautions, under the supervision of a European medical assistant, and had been administered by an indigenous medical assistant. Other batches of the solution from the same stock had had no ill effects, but after the tragedy all the remaining amputees had been destroyed. The coroner's verdict had been that all normal precautions had been taken by the staff of the Native hospital. All reasonable precautions had been taken to prevent a recurrence. Stocks more than five years old had been withdrawn;

³ See *Official Records of the General Assembly, Third Session, Supplement No. 4*, p. 15.

ampoules were checked by Europeans before issue to indigenous medical assistants.

91. In reply to a question by Mr. KHALIDY (Iraq) as to whether anyone had been punished for the negligence, Mr. JONES (Special representative for New Guinea) said that no further action had been required on the part of the Administration in view of the coroner's finding that all normal precautions had been taken. The Administering Authority was satisfied with the coroner's findings and he would not comment on them. Similar incidents might easily happen in any country, and it should be remembered that many millions of injections had been administered in the Territory without any mishap.

92. Mr. KHALIDY (Iraq) agreed that such a mishap could happen in any country but he was not sure that the Administering Authority had carried out a full investigation. Six lives had been lost and no action whatever had been taken.

The Ewe question (continued)

DRAFT RESOLUTIONS SUBMITTED BY FRANCE AND THE UNITED KINGDOM (T/L.140) AND BY IRAQ AND THE UNITED STATES OF AMERICA (T/L.141)

93. Sir Alan BURNS (United Kingdom), referring to Trusteeship Council resolution 250 (VII) of 14 July 1950, which took note of the Administering Authorities' plan (T/702) to establish the Enlarged Standing Consultative Commission for Togoland, quoted that Commission's terms of reference as outlined in the plan. On behalf of the French and the United Kingdom Governments, he described the measures which had been taken by the two Administering Authorities to implement the joint Anglo-French proposals for the settlement of the Ewe problem, and summarized the results of the Commission's first session as well as the measures which the Administering Authorities proposed to take in future in order to give full effect to the Commission's terms of reference.

94. He recalled that in their joint observations of June 1950 (T/702), the French and United Kingdom Governments had indicated that the Enlarged Commission would consist of seventeen representatives from Togoland under British administration and twenty-eight representatives from Togoland under French administration. The larger number from French Togoland was explained by the relatively greater population of the Territory. The number of those representatives was later increased to thirty.

95. The elections for the Enlarged Commission had been held in Togoland under British administration in September 1950, and in Togoland under French administration in October 1950. The two Governments had employed the electoral methods which provided the most suitable means of consulting the people of the Territory concerned and which were best designed to ensure that all sections of the population of the Trust Territories could make their contribution to the discussions in the Commission.

96. Paragraph 4 of document T/850 described the procedure followed in connexion with the elections in Togoland under British administration. The success

of that procedure was revealed by the fact that in only one area was any complaint made about the elections.

97. The elections in Togoland under French administration had been held in two stages. First, electors (*grands électeurs*) had been chosen by the inhabitants of each village according to their custom. In the second stage of the elections the electors had chosen twenty-eight representatives. The *Comité de l'Unité togolaise* had refused to take part in the second stage. The results of the elections were as follows: *Union des chefs traditionnels*, 14; *Parti togolais du progrès* (Togoland Progress Party), 14; and one representative nominated by the latter party. As the *Comité de l'Unité togolaise* had not nominated a representative, Togoland under French administration was represented by twenty-nine instead of thirty delegates. The procedure adopted was described in document T/846.

98. The Enlarged Consultative Commission had held its first session at Lomé on 7 November 1950. Twenty-nine representatives from Togoland under French administration and twelve from Togoland under British administration had been present. Five representatives, including the delegate from the All-Ewe Conference, had not attended.

99. The members of the Commission had expressed their views regarding the wishes of those areas of the two Trust Territories which they represented. The Commission had appointed a working party to study measures to be taken in the fiscal, economic and cultural spheres and other measures designed to develop co-operation between the two neighbouring administrations in order to minimize the difficulties caused by the existence of a frontier between the two Territories.

100. Individual statements had been made by each member of the Commission regarding the wishes of the section of the population which he represented. Details of those statements appeared in document T/845. Twenty-nine representatives of Togoland under French administration had been in favour of maintaining the existing arrangements for the administration of the two Trust Territories and had opposed unification. Eight representatives of the Northern Section of Togoland under British administration had been opposed to unification and had asked that consideration should be given to the incorporation of the areas which they represented in the Northern Territories of the Gold Coast. The remaining three members of the Commission, and an absent member who had submitted his views in writing, all of whom were representatives of the Southern Section of Togoland under British administration, had supported unification of the two Trust Territories, but differed as to the manner in which they should be unified.

101. It was clear that the majority was opposed to any change in the existing system of administration of the two Trust Territories. The Administering Authorities felt, however, that the elucidation of the divergent points of view had not been fully implemented, through no fault of theirs. The failure of certain groups to take part in the discussions could not affect the legality of the Commission's proceedings. The United Kingdom and French Governments were, however, anxious that all views should be heard in the Commission and hoped that those who had refused to take part would, on further consideration, recognize

that they would do well to do so. The Administering Authorities were willing to provide the All-Ewe Conference and the *Comité de l'Unité togolaise* with a further opportunity to take their place on the Commission. Had the *Comité de l'Unité togolaise* not decided to withdraw its representatives from the second stage of the elections in Togoland under French administration, it would probably have secured six seats on the Commission. The French authorities were willing to accord the *Comité de l'Unité togolaise* a representation on the Commission equivalent to that which it would have held had it contested the second stage of the elections. In order to preserve the original proportions it would be necessary to accord the *Comité de l'Unité togolaise* eight additional seats, thus bringing the total of seats for Togoland under French administration up to thirty-eight. There would have to be a proportionate increase in the total number of seats for Togoland under British administration, bringing it up to twenty-two. The five seats would be assigned, one each, to the Dagomba, Mamprusi, Buem, Akpini and Asogli Native Authority areas.

102. The Administering Authorities intended to convene a second session of the enlarged Consultative Commission as soon as possible, as they attached great importance to the necessity for arriving at a decision regarding the Ewe problem, and were anxious to ensure that a decision would be reached after full consultation with the people living in Togoland under French and Togoland under British administration.

103. Sir Alan Burns then introduced the joint draft resolution submitted by the French and United Kingdom Governments on the Ewe problem (T/L.140).

104. Mr. KHALIDY (Iraq) pointed out that the Ewe problem had not changed. The problem had two distinct aspects: the question of Ewe unification, which had been before the Trusteeship Council since its second session; and the question of the investigations carried out by the Administering Authority in Togoland under French administration in accordance with General Assembly resolution 441 (V). The General Assembly expected to receive a full report on both of those aspects of the problem at its sixth session.

105. Mr. Khalidy recalled that, at the Council's seventh session (27th meeting), he had voted against the plan to set up the Enlarged Standing Consultative Commission. He still felt that that Commission would not lead to a solution of the Ewe problem; but if the Administering Authorities wished to try again to settle the question through the Commission, the elections to that body should be carried out in a proper manner. He had personally advised the leaders of the Ewe people to co-operate with the Administering Authorities and would again ask them to do so.

106. Referring to the draft resolution submitted by the United States and Iraqi delegations (T/L.141), he drew attention to paragraphs 2, 3, 4 and 6 of the operative part, and particularly to the last paragraph, which he considered to be the most important of the whole draft resolution.

107. The Ewe problem was probably the most important question on the Council's agenda and should be treated sympathetically, not only in the interests

of the Ewe people themselves, but also in the interests of the Administering Authorities, who should remember that the world had changed since the nineteenth century. He hoped that a real solution to the problem would be found and submitted to the Council at its ninth session.

108. Mr. SAYRE (United States of America) said that his delegation was glad to associate itself with the delegation of Iraq in introducing the joint draft resolution (T/L.141). Both delegations had been represented on the United Nations Visiting Mission to West Africa and therefore felt a special responsibility for helping to find a solution of the Ewe problem.

109. The difference between the joint draft resolution submitted by the Iraqi and United States delegations and that submitted by the Administering Authorities rested primarily on the question of urgency in finding a solution to the Ewe question. The Visiting Mission had felt (T/463, chap. V, para. 11) that a solution to the question should be sought with urgency. He was confident that the two Administering Authorities were also eager to find a sound long-term solution.

110. A second fundamental difference in the draft resolutions was that in the view of the Iraqi and United States delegations it was time to move towards a substantive solution of the problem rather than to concentrate on completing the membership of the Enlarged Standing Consultative Commission.

111. The United States delegation wished the principal sections of the two Togolands to be represented on the Commission, and the proposal of the Administering Authorities offered one method for achieving that end; but other methods of completing the Commission might also be found. In spite of the inherent difficulties and complexities of the problem, the most important task was to achieve a substantive solution of the Ewe problem.

112. The proposal of Iraq and the United States was the most forward-looking step practicable in the existing circumstances, and he hoped the majority of the Council would support it.

113. Mr. RYCKMANS (Belgium) said that the Ewe problem was extremely complex, because, although the legitimate aspirations of the Ewe people deserved full sympathy, they had to be reconciled with those of the other inhabitants of Togoland. The problem was to give the Ewe people every possible satisfaction without infringing the rights and interests of other sections of the population of Togoland. Unfortunately, the majority of the Ewe representatives had refused to participate in the work of the Enlarged Consultative Commission, which was to ascertain the views and wishes of all sections of the Togoland population. They had been afraid of finding themselves in the minority and had overlooked the fact that the Commission had no power of decision, and that its only aim was to find out the views of the population and thus enable the Administering Authorities, and later the Council, to take appropriate decisions.

114. The Ewe people had nothing to lose by participating in the work of the Commission; even if they did not succeed in convincing the Commission that the interests of the Ewe population could be reconciled

with the interests of the other populations, that would in no way prejudice their request for unification. Mr. Ryckmans was most anxious that the Ewe people should take part in the work of the Commission and state their case, because he was sure that the various interests involved were not as conflicting as they appeared to be on the surface. The Administering Authorities should on their side do their utmost to find a solution to that most intricate problem.

115. His delegation would support the joint draft resolution submitted by the United States and Iraq because it proclaimed the direct responsibility of the Administering Authorities to seek a solution, while the draft resolution submitted by the United Kingdom and France merely proposed that the Council should request a report on the work of the Enlarged Consultative Commission. It was the duty of the Administering Authorities to submit constructive proposals for a practical and lasting solution of the problem. He doubted whether any solution would meet the demands of all parties, but he felt sure that with goodwill some compromise could be found in the end. He hoped that a unanimous vote of the Trusteeship Council in favour of the joint draft resolution of Iraq and the United States would convince the Ewe people that it was in

their own interests to participate in the work of the Consultative Commission without in any way sacrificing their interests or prejudicing the merits of their case.

116. Mr. SOLDATOV (Union of Soviet Socialist Republics) said that the two draft resolutions had been circulated only a few hours before and proposed that no vote should be taken on them until the following meeting.

It was so decided.

Arrangements for the visiting mission to Trust Territories in East Africa (continued)

117. The PRESIDENT said that the governments concerned had not yet sent in nominations of individual members to the visiting mission to East Africa and announced that he would request them to do so before the end of the current session.

118. Mr. CRAW (New Zealand) stated that he would transmit that request but expressed doubt as to whether his government would be able to make a nomination at the present session.

The meeting rose at 6.10 p.m.